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ABSTRACT

A review of Indiana's current system of financing public vocational-technical education was limited to these concerns: the resource needs of vocational-technical education to keep the current delivery system up-to-date and the resources necessary to expand vocational-technical education services to those not being served. Although the current vocational-technical education delivery system was found to be working well, it could quickly become outdated without the development of a state commitment and a plan for continual updating. The most critical areas of concern in keeping the current delivery system up-to-date were the system's ability to project needs, facilities, equipment replacement and improvement, expansion of Industrial Training Fund, up-to-date faculty and staff, and student support services. Alternatives to provide adequate financial support for populations not being served included new program start-up funds; student enrollment growth funds; expanded capital appropriations; expanded relationships between vocational education, business, industry, and other potential funding sources; and various tax incentive programs. State policy and administrative issues were identified that should be addressed to improve and supplement the current governance structure. Needs existed in the areas of facilities coordination and general revenue distribution. (A list of recommendations is included.) (YLB)

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# Vocational-Technical Education Financial Study

# EXECUTIVE SUMMARY

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## State Board of Vocational and Technical Education

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# EXECUTIVE SUMMARY

# VOCATIONAL-TECHNICAL EDUCATION FINANCIAL STUDY

STATE BOARD OF VOCATIONAL AND TECHNICAL EDUCATION
Clinton J. Frank, Jr., Chairman

Don K. Gentry, Executive Director/State
Director of Vocational Education

STATE OF INDIANA
Governor Robert D. Orr

October 5, 1982

Executive Summary
Vocational-Technical Education Financial Study

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EXECUTIVE SUMMARY
VOCATIONAL-TECHNICAL EDUCATION FINANCIAL STUDY

## Overview of the Challenge

At no time in the history of the State of Indiana have the needs, demands and expectations of vocational-technical education been greater.

The current economic conditions and the anticipated increase in the State's responsibility to administer and finance vocational-technical education provide additional incentives for the State's leadership to have the most current and accurate information on which to base policy decisions.

The State Board of Vocational and Technical Education accepted the challenge given by Governor Robert D. Orr to review the current system of financing vocational-technical education, develop the necessary information to project the current and long-range financial needs of the delivery system and to determine recommendations on the most appropriate method or methods for distributing available resources.

Due to the short time frame afforded for the first review, the scope of the study was limited to the public vocational-technical education delivery system and to a small number of major concerns--the resource needs of vocational-technical education in order to keep the current delivery system up-to-date and the resources necessary to expand vocational-technical education services to those not being served. Also, a few administrative policy and governance issues were included that may aid in setting priorities for vocational-technical education, help in determining appropriate distribution of available resources, provide procedures for more complete accountability of distributed resources and provide information to the people of Indiana on the availability of vocational-technical education services.

The recommendations made as a result of the review are not intended to be a complete plan for the next several years. They are intended to be a starting point of identifying the most critical issues that have the greatest potential impact on the State's ability to prepare and keep a skilled work force up-to-date and to

build the capacity of the vocational-technical education system to continue quality services.

The total population of the State in 1980 was 5,490,224. Although Indiana's share of the nation's population declined from 1970, the population in the State increased 5.7 percent between 1970-80 (1980 Census Data). Other midwestern states experienced the following growth patterns for the same period--Ohio 1.3 percent, Illinois 2.8 percent, Michigan 4.2 percent, Wisconsin 6.5 percent and Minnesota 7.0 percent.

Over 2.6 million people were reported as being in the labor market in Indiana in 1981. The State's average unemployment rate for 1981 was 10.1 percent.

Indiana's system for the delivery of vocational-technical education opportunities to Hoosier citizens is unique. The system was developed by Indiana people to meet the needs of Indiana. It was developed because of a need expressed by business, industry, agriculture and labor.

Indiana's vocational-technical education system continues to operate as a partnership between state and local government and business, industry, agriculture and labor to provide the resources necessary for the delivery of programs and services to people who desire and can benefit from such education and training.

Today, publicly supported vocational-technical education serves more than 200,000 people per year through a network of comprehensive high schools, area vocational centers, technical institutes and universities. Vocational-technical education is provided in the State to prepare people for virtually all existing occupations requiring skilled and semi-skilled employees. Vocational-technical education is making a significant contribution to a well trained work force which enhances economic development.

Vocational education operates entry-level skill development programs which provide a continuous source of trained workers for business, industry and agri-

culture. Skill advancement and upgrading programs are provided for incumbent workers to upgrade their skills, obtain advanced technical information or train for advancement in their field of work. Skilled unemployed persons who need services for reentry into their field of work are also served by these programs. Training or matching of skills for specific jobs in an identified company is a company/employee oriented program provided to new, expanding and existing companies through vocational-technical education.

Indiana has an ideal geographic location, well-developed transportation system, and most importantly, a vocational-technical education delivery system to provide employment related education and training. These factors are vital to Indiana's economic development.

The system of financing vocational-technical education in Indiana is very diverse and sometimes confusing. Although financial profiles have been developed for secondary and postsecondary vocational education, specific comparisons should not be made. Different processes of collecting and reporting financial information preclude specific comparisons of the secondary and postsecondary data.

The total expenditure for 1980-81 for secondary vocational education, reported by school corporations and the area vocational schools, was $57,330,972. This figure includes only those expenditures reported specifically in vocational education accounts or program categories. It was apparent that many schools reported vocational education expenditures as a part of the general fund with no breakout by specific vocational program. It is believed that this reported expenditure of $57,330,972 is considerably low.

The total reported expenditure for adult vocational education operated by the public schools in 1980-81 was $2,754,047. Revenues to off-set this expenditure include $200,000 of State funds and $732,260 of federal funds.

The direct program costs for postsecondary vocational-technical education for 1980-81 was $34,812,484. The remaining $35 million of the total postsecondary

vocational-technical education cost of $69,808,401 are allocated costs.

It should be noted that Restricted or Auxiliary Fund Accounts are not included in the reported costs. Many sponsored activities, grants and much of the federal vocational education funds are assigned to restricted accounts. Therefore, the costs reported for postsecondary vocational-technical education may be somewhat below actual costs.

Indiana has received federal funds for vocational education since 1917. Considerable increases were experienced in Indiana's allocation between fiscal years 1976 and 1981. Allocations have decreased since fiscal year 1981 due to reductions in appropriation levels made by Congress and due to a decline in Indiana's share of the nation's population. More than $2.5 million were lost in 1981-82 and an additional $336,000 lost in 1982-83.

Federal vocational education funds have been expended primarily for new program start-up costs, replacement and updating of equipment and other instructional services. The reductions have caused major activities to be eliminated or reduced at a time of great need. Consideration must be given to the impact that reduced federal funding is having on the vocational-technical education system.

## Vocational Education is Working in Indiana

Vocational-technical education means jobs for its completers and satisfaction for employers. Vocational-technical education produces a very quick return on the State's investment as all programs are of two years or less duration.

In 1918, 7,765 people in Indiana were enrolled in vocational-technical education programs. Today, over 200,000 people are benefiting from vocational-technical education programs in the State. During the decade of the 70's, vocational-technical education realized its largest enrollment growth for a ten year period, over 70,000 people.

Job placement follow-up of Indiana vocational-technical students conducted in 1979-80 showed the employment of completers to be above the national average and completers pursuing additional education to be below the national average.

Employers' ratings for vocationally trained employees were very high for technical knowledge, work attitude, quality of work, overall rating and relative preparation.

The enrollments in postsecondary vocational programs in 1980-81 outnumber the secondary enrollments for the first time in the history of vocational-technical education in Indiana when Consumer and Homemaking enrollments are separated from all other vocational-technical enrollments.

During the past ten months, the State Board of Vocational and Technical Education, through a contract with the Indiana Department of Commerce, has coordinated the delivery of industrial training programs and other employment related services provided by various state agencies for over thirty new or expanding industries.

More than 750 current Indiana businesses and industries received training, retraining or upgrading for their employees through the regular vocational-technical education system in 1981-82.

The components of the vocational-technical system are working together to provide the most effective and efficient delivery of services to Indiana citizens. Through these cooperative efforts, unnecessary duplication has been virtually eliminated and scarce resources are being used to produce a greater impact on the State's economy. Vocational education is working in Indiana.

## Identified Needs to Keep Current Vocational Education System Up-to-Date

Although the current vocational-technical education delivery system is working well, it can quickly become outdated without the development of a State commitment and a plan for continual updating. The most critical areas of concern

in keeping the current delivery system up-to-date are:

- o System's Ability to Project Needs - Matching Demands with People
- o Facilities - Scope, Maintenance Cost, Investment-Value, and Debt
- o Replacement and Improvement of Equipment
- o Expansion of Industrial Training Fund (Training for Profit)
- o Up-to-Date Faculty and Staff
- o Student Support Services

Although the sources that have been used to project labor demand information have served vocational-technical education well, none have been totally successful in projecting the rapidly changing needs of business and industry. The need still exists to have more information from the business and industrial community if vocational-technical education is to be responsive to their needs.

There are more than 7,711,198 square feet of space for vocational-technical purposes in education facilities in the State in addition to the space in the three State-operated schools--Indiana School for the Deaf, Indiana Soldiers' and Sailors' Children's Home and the Department of Corrections. Secondary facilities have 5,302,601 square feet and postsecondary have 2,408,597 square feet. The annual operation and maintenance cost of these facilities is approximately $10,961,487 (instructional salaries not included).

The investment in owned vocational facilities in the State, excluding the three State-operated schools, is estimated at $182,731,046. The approximate value of these facilities today is $399,256,539. The remaining debt on these vocational facilities is approximately $141,131,954 with payments currently estimated at $13,236,590 per year.

During fiscal year 1982, the total cost of leasing vocational facilities was $1,041,872. Of this amount, $24,305 was for secondary and $1,017,567 for postsecondary facilities. Since 1969, $2,311,110 has been spent for major permanent structural improvement to leased facilities of which $2,292,110 was for postsecondary.

For a ten year period starting with fiscal year 1983, it is estimated that $273,241,969 is needed for capital improvement for vocational-technical education purposes (excluding the three State-operated schools), $191,096,947 for facilities and $82,145,022 for equipment.

Also, there are approximately 260,719 square feet of space for vocational-technical purposes in 12 facilities operated by the Department of Correction, Indiana School for the Deaf, and Indiana Soldiers' and Sailors' Children's Home (State-operated schools). The annual operation and maintenance cost of these facilities is estimated at $543,725 (instructional salaries not included).

The investment in vocational facilities for these three State-operated schools is estimated at $3,994,607. The approximate value of these facilities today is $18,165,000. There is no remaining debt on these facilities. The current estimated replacement value of vocational education equipment located in these facilities is $5,346,506.

For a ten year period starting with fiscal year 1983, it is estimated that $4,684,400 is needed for capital improvement for vocational education purposes in these three State-operated schools, $4,095,000 for facilities and $589,400 for equipment.

The primary sources of funds for the purchase of instructional equipment for many years have been federal vocational education funds and local general fund monies. Approximately $20 million of federal vocational education funds have been invested in equipment since 1962. Over $40 million have been expended or obligated for all instructional levels for vocational-technical education equipment from federal and local matching revenue sources since 1970.

In addition to owned equipment, secondary and postsecondary schools and institutions currently lease vocational-technical education equipment valued at $2,201,964 at an annual cost of $264,292.

Currently, the replacement value for vocational-technical education equipment in Indiana is over $140 million.

The State Board of Vocational and Technical Education has provided, through the vocational education delivery system of the State, services and training necessary to match workers with specific jobs in new and expanding industries in Indiana. The effort operates under a contract between the Indiana Department of Commerce and the State Board of Vocational and Technical Education and is coordinated with the total economic development program of the State. Resources available through the Industrial Training Fund are used to supplement existing resources of the vocational education, training and employment system of Indiana to provide services and training necessary to match workers with specific jobs. The program has been marketed under the title of Indiana's Training For Profit Program. Training For Profit provides custom designed training, retraining or upgrading to meet a specific company's need.

Two issues keep arising relating to up-to-date faculty and staff. First, revenues that have been available for inservice activities in the past have been greatly reduced. Second, schools and institutions are experiencing great difficulty competing with business and industry for instructional staff in highly technical areas.

Many successful student service activities have been funded by the State Board in the past, e.g., student service models, placement and follow-up studies, sponsored conferences and workshops. The expressed desire exists for additional services and improvement.

## Serving Those Not Currently Served

The vocational-technical education system is working for those people currently being served, but a large number of people who need training are not availing themselves of the system or cannot be served due to program capacity.

Numerous reasons can be identified that appear to cause these situations. Those most often identified include the lack of information on the availability and value of such programs, inadequate financial resources on the part of the student and inadequate financial support within the service delivery system to afford the increase of services.

Some of the target populations that may be underserved by vocational-technical education are the unemployed workers, high school dropouts, college dropouts, high school students enrolled in a general education curriculum and the postsecondary age groups (18-25 years). School-to-work transition skills for vocational-technical education graduates or leavers is another potential area of service for vocational-technical education.

Some alternatives that have been considered for providing adequate financial support for these unmet needs are new program start-up funds; student enrollment growth funds; expanded capital appropriations; expanded relationships between vocational education, business, industry and other potential funding sources and various tax incentive programs.

## State Policy and Administrative Issues

Throughout the past several months, a number of state policy and administrative issues have been identified that should be addressed to further improve and supplement the current governance structure in Indiana. These changes, if made, would improve the States ability to be responsive to the changing needs of business and industry in a more coordinated and cost effective manner.

Two needs exist in the area of facilities coordination. First, the State Board of Vocational and Technical Education will implement a number of initiatives under its authority to coordinate all publicly supported vocational-technical education and to make recommendations concerning all vocational education capital budget requests. Second, added authority is needed in some areas to facilitate more

efficient and effective use of available resources.

A number of issues need to be addressed in the area of general revenue distribution. Some of these are: secondary additional count weights, secondary funds being distributed to student's resident school corporation and the relationship to funding an area vocational program, need for expanded secondary categories for the weighted system, student share of instructional budgets at postsecondary institutions, postsecondary instructional budgets per full time equivalent student, "base plus budgeting" at State level for postsecondary institutions, and marginal cost formula for postsecondary budget build-up.

Vocational education is working in Indiana. Adequate resources are needed to keep the current system up-to-date and to expand the services to numerous people not currently being served. Indiana cannot afford to delay this investment.

## Recommendations

Identified Needs to Keep Current Vocational Education System Up-to-Date.

1. It is recommended that the newly formed State Labor-Management Council be asked to consider the concern of projecting the rapidly changing needs of business and industry and to recommend possible solutions to the State Board.

2. It is recommended that statewide business, industrial, agricultural and labor organizations be invited to supply the State Board with employment demand information concerning their area of expertise. This information would supplement demand information currently utilized by the State Board in determining requests for new program proposals, in approving and in evaluating vocational programs.

3. It is recommended that adequate support be given to the Employment Security Division's Computerized Job Matching service now under development.

4. It is recommended that the State make a commitment of State resources for the replacement of vocational-technical education equipment in order to maintain the quality of instruction necessary for today's job market. This is of major importance because of the expected decline in the availability of federal funds.

5. It is recommended that the Indiana General Assembly appropriate $14 million for the next biennium for the replacement and/or improvement of the vocational-technical education equipment in the secondary and postsecondary schools and institutions. This recommendation is based on the replacement and improvement needs projected in the ten year capital plans by the schools and institutions of approximately $22 million for the 1983-85 biennium and on the expected decrease in federal resources. These funds should be distributed through the State Board of Vocational and Technical Education in accordance with the State Plan for Vocational Education. Available federal funds estimated at $4 million per year would supplement the state funds.

6. It is recommended that the State consider the adoption of a tax credit for businesses, industries or individuals who donate "state of the art" vocational-technical education equipment to state approved vocational-technical education programs. Much study beyond the scope or time allotted for this review of financing vocational-technical education would be necessary before this recommendation could be appropriately detailed.

7. It is recommended that the Industrial Training Fund appropriation be expanded to meet the increasing need for training for new and expanding companies. Two million dollars are currently appropriated for the biennium.

8. It is recommended that the current number of staff available to coordinate the training services under the Industrial Training Fund and the number of job analysis specialists be expanded. Five additional job analysis specialists are needed and should be provided for through State appropriations.

All current staffing is provided by the State Board of Vocational and Technical Education utilizing federal vocational education funds. Approximately $200,000 each year of the biennium would be necessary to expand this service.

9. The State Board of Vocational and Technical Education will consider, during the budget review process, the inability of program operators to maintain up-to-date faculty and staff and the difficulty of competing with business and industry for highly technical staff. Specific recommendations may be made at that time.

10. It is recommended that the Indiana General Assembly make an appropriation of $600,000 per year to the State Board of Vocational and Technical Education to match available federal funds for support services. These funds would be distributed to postsecondary institutions and area vocational schools on a vocational-technical education full time equivalent student basis for expanding and improving student support services.

11. It is recommended that business and industry be encouraged to provide in-service activities for student support service personnel. Examples of the types of activities are: workshops, internships and supplying other informational resources. Statewide business, industrial, agricultural and labor organizations should be encouraged to promote these activities.

12. It is recommended that the State make available expanded vocational-technical education and employment information to students and others in the community through participation in TEDS (Training and Educational Data Services).

13. It is recommended that the State Board of Vocational and Technical Education, the Indiana Office of Occupational Development, the Employment Security Division and the Rehabilitation Services Board be given adequate support to expand current joint information and data collection and dissemination activities so that all citizens who need and can benefit from vocational-technical education will be made knowledgeable of the programs and services available to them and the anticipated benefit of such.

Identification of <u>Needs of Those Not Currently Served</u>.

1. It is recommended that a new vocational-technical education program fund be established to provide resources for the start-up of programs to meet the changing needs of the job market. The needs of the unemployed workers, high school dropouts, college dropouts, high school students enrolled in a general education curriculum, the postsecondary age group and existing businesses and industries will be the primary targets for these funds. The funds would be utilized for start-up of vocational-technical education programs in schools and institutions, in business and industry and for cooperative vocational education programs. These funds should be administered by the State Board of Vocational and Technical Education in accordance with the State Plan for Vocational Education. It is recommended that a continuous appropriation be made of $3 million for the biennium. These funds would supplement the current expenditure of approximately $1.5 million of federal funds per year.

2. It is recommended that an appropriation of $350,000 for the biennium be made available to the State Board of Vocational and Technical Education to develop pilot projects in marketing vocational-technical education to the citizens of Indiana, establish small business service projects to increase success rates and establish school-to-work transition programs.

State Policy and Administrative Issues.

1. It is recommended that the Governor and the Indiana General Assembly accept the following principles for the operation of vocational-technical education in Indiana:

   a. the State Board of Vocational and Technical Education should be considered the central source for information on the personnel and financial needs of vocational-technical education in Indiana;

   b. information on revenues and expenditures for all publicly supported vocational-technical education must be available at the State level to maintain appropriate fiscal accountability;

   c. anticipated enrollment increases in secondary and postsecondary vocational-technical education programs should be budgeted for when state allocations of funds are made to the school distribution formula and the college and university budgets;

   d. the State shares the responsibility to keep the vocational education facilities and equipment up-to-date and in good repair;

   e. vocational-technical education continue to operate as a shared responsibility between the local communities and the State;

   f. the decrease in federal vocational education funds be taken into consideration when state appropriation levels are determined; and

   g. federal funds available for vocational education purposes be used to expand and/or improve the vocational-technical education system and not be used for program maintenance.

2. It is recommended that the Indiana General Assembly authorize added powers to the current State Board of Vocational and Technical Education legislation in the area of vocational education facilities:

   a. Receive, hold, lease to program operators, maintain or dispose of capital assets that may be made available to the State Board for the primary intent of usage by the vocational-technical education system.

   b. Grant authority for two or more institutions or schools to combine resources for facility co-location.

3. It is recommended that the current state funding systems be maintained and that the following issues be considered for improvement of these systems. Further documentation of the issues will be provided upon request.

a. Secondary Additional Count Weights - The additional count weights for secondary level students produce funds at much below the 75 percent level of funding called for in the legislation. The State Board continues its support for the weighted system and believes it works in concept. Consideration should be given to increasing the weights to produce the 75 percent level of state funding.

b. Secondary Funds Distributed to Student's Resident School Corporation - The school distribution formula distributes the added weight funds to the student's resident school corporation. Area vocational schools must depend upon the home school of the student to forward adequate funds to support the program. This has caused problems. Some review of the policy would be appropriate.

c. Expanded Categories Needed in the Secondary Weighted System - Changes in the nature of various vocational education programs have come about since the development of the original program categories in the vocational education weighted system. Some additions to the listing are necessary and some additional clarifications of the categories are needed.

d. Postsecondary Student Share of Instructional Budgets - The share of the instructional budgets paid by the students in two year vocationally oriented institutions is much higher than the student's share of the budget in four year institutions.

e. Postsecondary Instructional Budgets per Full Time Equivalent Student - Instructional budgets per FTE student for vocationally oriented institutions fall far below four-year institutions. Much of the budgeting level is controlled by the level of State appropriations. Some need for adjustments may be necessary during the next budget cycle.

f. "Base Plus Budgeting" at State Level for Postsecondary Institutions - Although much effort is exerted each biennium to build adequate funding levels for various budget functions, due to resource restraints in recent years, very similar percentage increases have been budgeted by the State for all institutions. Therefore, the situations discussed in items d. and e. become more acute.

g. Marginal Cost Formula for Postsecondary Budget Build-Up - A marginal cost formula is utilized to determine the needed increases or decreases in state aid for student enrollment growth or decline. The application of a marginal cost formula may not be appropriate for growing technical institutions.

## Summary of Recommendations Involving Additional State Appropriations

All recommendations are made as supplementary or complimentary to the existing distribution of state funds.

Goals:

a. To keep the current vocational education system up-to-date: 1983-85 Biennium

| | State | Federal* | Total |
|---|---|---|---|
| 1. Equipment Replacement/Improvement | $14,000,000 | $ 8,000,000 | $22,000,000 |
| 2. Expansion of Industrial Training Fund | ** | -0- | ** |
| 3. Support Services for Industrial Training | 400,000 | 1,000,000 | 1,400,000 |
| 4. Student Support Services in Vocational Facilities | 1,200,000 | 1,200,000 | 2,400,000 |
| Sub-Total | $15,600,000 | $10,200,000 | $25,800,000 |

b. To provide vocational-technical education to those not currently served: 1983-85 Biennium

| | State | Federal* | Total |
|---|---|---|---|
| 1. New Vocational Education Program Fund | $3,000,000 | $3,000,000 | $6,000,000 |
| 2. Pilot Projects | 350,000 | -0- | 350,000 |
| Sub-Total | $3,350,000 | $3,000,000 | $6,350,000 |

| | State | Federal* | Total |
|---|---|---|---|
| GRAND TOTAL | $18,950,000 | $13,200,000 | $32,150,000 |

*Federal Funds represent projected funds available for that function through the State Board of Vocational and Technical Education, not necessarily additional expenditures.

**Expansion needs will be projected by the Indiana Department of Commerce.